

Message Text

CONFIDENTIAL

PAGE 01 AMMAN 03908 01 OF 02 131226Z

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ACTION NEA-10

INFO OCT-01 ISO-00 SSO-00 IO-10 SAB-01 SAM-01 SAJ-01

ACDA-05 CIAE-00 DODE-00 PM-03 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 EUR-12

AID-05 COME-00 EB-07 FRB-03 TRSE-00 XMB-02 OPIC-03

CIEP-01 LAB-04 SIL-01 OMB-01 FEAE-00 DOTE-00 FMC-01

CG-00 OFA-01 DLOS-04 MC-02 /121 W
----- 029988

P R 130900Z JUN 75

FM AMEMBASSY AMMAN

TO SECSTATE WASHDC PRIORITY 4820

INFO AMEMBASSY BEIRUT

AMEMBASSY CAIRO

AMEMBASSY DAMASCUS

AMEMBASSY TEL AVIV

AMCONSUL JERUSALEM

C O N F I D E N T I A L SECTION 1 OF 2 AMMAN 3908

E.O. 11652: NGDS

TAGS: PFORN SY, JO, XF

SUBJ: SYRIAN-JORDAN JOINT STATEMENT

REF: FBIS AMMAN JN 122028 (NOTAL)

1. AT COMPLETION OF ASAD VISIT TO JORDAN EVENING 12 JUNE, TRADITIONAL JOINT STATEMENT WAS ISSUED IN AMMAN AND DAMASCUS. (REFTEL CARRIES TEXT AS PUBLISHED IN AMMAN).

2. STATEMENT FALLS SHORT OF PREDICTIONS CURRENT IN AMMAN DURING VISIT THAT THERE WOULD BE MOST IMPORTANT ANNOUNCEMENT ISSUED AT END OF TRIP. PRINCIPAL FEATURE WAS CREATION OF SYRIAN-JORDANIAN "JOINT SUPREME COMMITTEE" TO DEVELOP PROGRAMS OF " COORDINATION, COOPERATION AND INTEGRATION" IN "ALL POLITICAL, MILITARY, ECONOMIC,
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PAGE 02 AMMAN 03908 01 OF 02 131226Z

EDUCATIONAL, INFORMATION, CULTURAL AND OTHER DOMAINS." SUBJECT TO

FOLLOW UP TALKS WITH SENIOR JORDANIANS EARLY NEXT WEEK, OUR PRELIMINARY ASSESSMENT OF TRIP AND COMMUNIQUE IS AS FOLLOWS:

3. COMMUNIQUE REPRESENTS LOWEST COMMON DENOMINATOR OF AGREEMENT BETWEEN JORDAN ON ONE HAND WHICH WISHED APPARENTLY BOTH TO AVOID ANY COMMUNIQUE AND MORE SPECIFICALLY ANNOUNCEMENT OF A JOINT COMMAND, AND SYRIA ON THE OTHER WHICH APPEARS TO HAVE PRESSED HARD FOR A JOINT COMMAND AND HAS IN THE PAST SUGGESTED TO JORDAN THAT IT WAS READY FOR A FULL FEDERATION. JORDANIANS HAVE BEEN TRYING OVER RECENT WEEKS TO DEVELOP NOTION THAT "COORDINATION AND COOPERATION," ESPECIALLY IN MILITARY AND POLITICAL AFFAIRS TO MEET POSSIBLE CONTINGENCIES WAS A GREAT DEAL DIFFERENT THAN A JOINT COMMAND WITH THE SYRIANS. THE DIFFERENCES ARE MORE THAN SEMANTIC. JORDANIANS UNDERSTAND THAT A JOINT COMMAND WOULD MEAN A SINGLE OFFICER IN CHARGE (PROBABLY SYRIAN IN VIEW OF THE SIZE OF THEIR FORCES) AND STATIONING OF SYRIAN FORCES IN JORDAN AND POSSIBLY JORDANIANS IN SYRIA. AS THEY HAVE REPEATEDLY TOLD US THEY INTENDED, THEY HAVE APPARENTLY AVOIDED GOING THIS FAR AS A RESULT OF THE ASAD VISIT, ALTHOUGH WE CANNOT BE SURE UNTIL WE HAVE HAD A WIDER OPPORTUNITY FOR DISCUSSION.

4. WHAT IS ALSO INTERESTING IS WHAT THE COMMUNIQUE DID NOT SAY. AMMAN HAS BEEN RIFE WITH RUMORS FOR LAST FEW DAYS THAT SEVERAL SIGNIFICANT DEVELOPMENTS WOULD OCCUR AS A RESULT OF THE VISIT, INCLUDING: ANNOUNCEMENT OF A JOINT COMMAND, A RAPPROACHMENT BETWEEN HUSSEIN AND ARAFAT, AND A DISENGAGEMENT OF 10 KILOMETERS IN THE JORDAN VALLEY AND ONE ON THE GOLAN TO BE WORKED OUT POSSIBLY DURING A VISIT BY THE SECRETARY OF STATE BEGINNING AROUND JUNE 24TH. WHILE THE AUTHORS OF SUCH SPECULATION AND THEIR REASONS FOR DOING SO ARE THEMSELVES THE SUBJECT OF ENDLESS SPECULATION, THE INTERESTING THING ABOUT IT ALL WAS THE HIGH HOT AIR CONTENT AND UNREALITY OF THE REPORTS. IN FACT, THE COMMUNIQUE BARELY MENTIONS THE PALESTINIAN QUESTION, AND THEN ONLY IN GLANCING TERMS WHEN IT TALKS OF THE RESOLUTIONS OF THE RABAT SUMMIT AND THE 1974 UNGA RESOLUTIONS CONCERNING THE PALESTINE ISSUE.

5. JORDANIAN INTERESTS WITH SYRIA REMAIN THOSE OF BUILDING A CLOSER POLITICAL RELATIONSHIP, BUT NOT AT THE EXPENSE OF INCREASINGLY BETTER RELATIONSHIPS WITH THE OTHER ARABS AND PARTICULARLY EGYPT. WHILE WE DEFER TO CAIRO'S JUDGEMENT, WE SEE NOTHING IN THE COMMUNIQUE THAT WOULD BE NOTABLY OFFENSIVE TO THE EGYPTIANS, PARTICULARLY AS SOME PRESS SOURCES HAVE ALREADY NOTED SINCE EGYPT AND SYRIA AGREED IN MARCH TO A SIMILAR COMMITTEE TO COORDINATE THEIR OWN MILITARY RELATIOSHIPS. (EGYPTIANS MAY BE UNHAPPY BY THE FACT OF THE COMMUNIQUE, SINCE THERE WAS NONE FOR THE SADAT VISIT HERE). FURTHER THE JORDANIANS ARE MOST INTERESTED IN CLOSER ECONOMIC UNDERSTANDINGS WITH SYRIA. DIVISION OF THE YARMOUK WATER WILL BE IMPORTANT FOR JORDAN'S FUTURE ECONOMIC DEVELOPMENT. JOINT TRANS-

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PAGE 03 AMMAN 03908 01 OF 02 131226Z

CONFIDENTIAL

PORTATION ARRANGEMENTS BY RAIL AND TRUCK THROUGH SYRIA WILL
HELP TO ASSURE JORDAN ACCESS TO THE MEDITERRANEAN THROUGH PORTS NOT
DEPENDENT UPON THE SUEZ CANAL.
JORDAN SUFFERED HEAVILY IN ITS ISOLATION AFTER 1970 WHEN THE SYRIAN
BORDER AND AIRSPACE WERE CLOSED TO JORDANIAN TRAFFIC.

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PAGE 01 AMMAN 03908 02 OF 02 131141Z

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P R 130900Z JUN 75

FM AMEMBASSY AMMAN

TO SECSTATE WASHDC PRIORITY 4821

INFO AMEMBASSY BEIRUT

AMEMBASSY CAIRO

AMEMBASSY DAMASCUS

AMEMBASSY TEL AVIV

AMCONSUL JERUSALEM

C O N F I D E N T I A L SECTION 2 OF 2 AMMAN 3908

6. FOR THE FUTURE, WE BELIEVE JORDAN WILL CONTINUE TO TRY TO IMPROVE
RELATIONSHIPS WITH ITS ARAB NEIGHBORS. THERE IS ALREADY TALK THAT
IRAQ'S SADDAM HUSSEIN WILL BE THE NEXT VISITOR TO BREAK JORDAN
FROM ITS ISOLATION AND KING KHALID WILL FOLLOW DURING A TRIP TO
OTHER PARTS OF THE ARAB WORLD. WE BELIEVE HOWEVER THE JORDANIANS
WILL ATTEMPT TO PURSUE THESE EFFORTS,
WHICH HAVE BEEN REMARKABLY BENEFICIAL TO THEM IN TERMS OF FUNDS AND
PRESTIGE, WITH SEVERAL BASIC PREMISES FROM WHICH THEY WILL NOT
MOVE. THEY ARE UNLIKELY TO COMPROMISE IN CONNECTION WITH THE
PALESTINIANS TO THE POINT WHERE THEY WILL PERMIT THE RETURN OF THE

PLO OR ITS ORGANIZATIONS TO JORDAN TO CONDUCT POLITICAL ACTIVITIES AMONG THE PALESTINIAN POPULATION HERE. NOR WILL THEY PERMIT THE RE-ESTABLISHMENT IN JORDAN OF COMMANDO BASES FROM WHICH TO ATTACK THE WEST BANK AND ISRAEL. FURTHER, WE BELIEVE THAT IN ANY FUTURE EFFORTS TO COMPROMISE THEIR RELATIONS WITH THE PALESTINIANS, CONFIDENTIAL

CONFIDENTIAL

PAGE 02 AMMAN 03908 02 OF 02 131141Z

THEY WILL HOLD FIRM IN THEIR VIEW THAT IF THEY DO COME BACK INTO NEGOTIATIONS IT MUST BE WITH THE SUPPORT, OR AT LEAST NON-OPPOSITION OF THE SIGNIFICANT ARAB LEADERS (THEY CLAIM THEY MUST HAVE A FULL ARAB SUMMIT RESOLUTION INVITING THEM, BUT WE DOUBT THIS,) AND THAT THEY WILL INSIST UPON AN INTERNATIONAL SUPERVISED EXERCISE OF THE RIGHT OF SELF-DETERMINATION AMONG PALESTINIANS IN CONNECTION WITH HOW AND WHO GOVERNS ANY TERRITORY RECOVERED FROM ISRAELI OCCUPATION. FINALLY, WE BELIEVE THAT JORDAN WILL RESIST COMPROMISING ON THE ESTABLISHMENT OF AN EASTERN FRONT JOINT COMMAND WITH SYRIA UNDER PRESENT CONDITIONS. SHOULD A WAR BREAK OUT, THAT MIGHT BE A DIFFERENT STORY.

7. JORDAN OPPOSES THE ESTABLISHMENT OF SUCH A JOINT COMMAND BECAUSE (A) THEY BELIEVE THE LAST ONE PLAYED A ROLE IN ENGAGING THEM IN THE 1967 WAR WHICH LED TO A LOSS OF THE WEST BANK; (B) A JOINT COMMAND WITH SYRIA AND IN WHICH EGYPT WAS NOT INCLUDED WOULD UNBALANCE A SET OF RELATIONSHIPS WHICH JORDAN HAS TRIED HARD TO KEEP IN EQUILIBRIUM, (C) SUCH A JOINT COMMAND MIGHT IMPERIL WITH US CONGRESS AND PUBLIC ARMS SUPPORT FROM THE US, INCLUDING AIR DEFENSE EQUIPMENT.

(WE NOTE IN THIS CONNECTION THAT ISRAEL RADIO TODAY REPORTS THAT "US INTELLIGENCE SOURCES" QUOTED FROM AN UNNAMED US PUBLICATION SAY THAT SYRIAN ANTI-AIRCRAFT WEAPONS WILL BE DEPLOYED TO JORDAN SERVICED BY SYRIAN TROOPS); AND (D) THAT SUCH A COMMAND AND STATIONING OF SYRIAN FORCES IN JORDAN WOULD PROVIDE ISRAEL WITH THE EXCUSE TO USE JORDANIAN TERRITORY TO OUTFLANK SYRIA IN THE EVENT OF A CONFLICT, A DEVELOPMENT WHICH JORDAN PROFESSES ARDENTLY TO FEAR. ON THE OTHER HAND JORDAN HAS LITTLE TANGIBLE TO GAIN FROM A JOINT COMMAND, POSSIBLY CLOSER RELATIONS WITH SYRIA (BUT THIS WOULD RAISE DOMESTIC PROBLEMS, PARTICULARLY IN THE ARMY WHICH HAS A LONG MEMORY FOR 1970), RAPPROCHEMENT WITH THE PALESTINIANS (BUT MANY EAST JORDANIANS WOULD OPPOSE THIS), AND MORE WEAPONS (BUT JORDAN SEEMS GENERALLY SATISFIED WITH US EQUIPMENT AND POLICIES ON THIS SCORE).

8. WE WILL REPORT LATER REACTIONS AND ASSESSMENTS AS THEY DEVELOP.
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